

REPORT OF PLANNING OFFICER (PARK DIRECTION)

SUBJECT: NEWGALE WELSH TRANSPORT APPRAISAL GUIDANCE STAGE 1 ASSESSMENT REPORT (JULY 2017)

1.0 Purpose of Report

- 1.1 To inform Members of the outcome of the Welsh Transport Appraisal Guidance Stage 1 Assessment for realignment of the road at Newgale, undertaken by Atkins on behalf of Pembrokeshire County Council and to seek approval of this report as the Authority's formal response.

2.0 Background

- 2.1 A report commissioned by Pembrokeshire County Council and published in December 2014 detailed that the shingle bank forming the coastal defences at Newgale is likely to be over-topped with increasing frequency leading to it becoming unsustainable to maintain it in its current location within the next 10 to 20 years.
- 2.2 As a result a study was commissioned by the Council in 2016 to examine how the community of Newgale and surrounding areas can adapt to the changes being brought as a result. The study is due to be completed at the end of July 2017. Feeding into the overall study is the assessment of realignment options for the road which currently runs immediately behind the shingle bank through the village. Initially in 2015, thirteen options were identified and following a public consultation exercise, this was reduced to 10 and then further to 4. In February 2016 the County Council appointed consultants, Atkins, to undertake the WeITAG Stage 1 appraisal of the 4 remaining options.

3.0 Welsh Transport Appraisal Guidance (WeITAG)

- 3.1 Welsh Transport Appraisal Guidance (WeITAG) is used to appraise all major transport initiatives at the planning stage to ensure they consider the economy, environment and society. Its two primary purposes are:
- To assist in the development of proposals to enable the most appropriate scheme to be identified and progressed; and
 - To allow comparison of competing schemes on a like-for-like basis.
- 3.2 The process follows 3 main stages – an appraisal stage of all options, followed by two planning stages which help to refine the best fit options with defined criteria.

4.0 Summary of the Stage 1 Assessment Report

- 4.1 The Assessment Report looked at 4 route options (see Appendix A):
- Route Option 3b - follows the existing road line, some 60m inland from its present route and is built atop a viaduct with the road line at approximately 3m above the ground;
 - Route Option 7 – a route partially on existing road and track with new road sections through the valley. Running from the entrance to ‘Pontpren’ south of Newgale to west of Pen-y-Cwm. Cuttings and embankments are required;
 - Route Option J – leaving the current A487 south of Newgale at the entrance to Wood Farm, heading inland through the valley and rejoining the current A487 east of Pen-y-Cwm at Bay View Farm. Cuttings and embankments are required; and
 - Route Option 11 – an upgrade of the existing diversion route which leaves the A487 at Roch and rejoins at Pen-y-Cwm. Widening and improvement of an existing road including the construction of a 12m high bridge at Roch Bridge.

4.2 A series of assessments were undertaken, with the outcomes summarised in the table below:

Table 1: Welsh Impact Criteria Assessment of Road Options

Appraisal Criteria	Option 3B	Option J	Option 7	Option 11
Transport Economic Efficiency	Very Large Beneficial (+3)	Moderate Beneficial (+2)	Moderate Beneficial (+2)	Very Large Beneficial (+3)
Noise	Neutral (0)	Slight Beneficial (+1)	Slight Beneficial (+1)	Neutral (0)
Local Air Quality	Neutral (0)	Slight Adverse (-1)	Neutral (0)	Moderate Adverse (-2)
Greenhouse Gas Emissions	Slight Beneficial (+1)	Slight Adverse (-1)	Slight Adverse (-1)	Moderate Adverse (-2)
Landscape and townscape	Moderate Adverse (-2)	Moderate Adverse (-2)	Moderate Adverse (-2)	Slight Adverse (-1)
Biodiversity	Slight Adverse (-1)	Very Large Adverse (-3)	Very Large Adverse (-3)	Very Large Adverse (-3)
Heritage	Slight Adverse (-1)	Moderate Adverse (-2)	Moderate Adverse (-2)	Moderate Adverse (-2)
Water environment	Moderate Adverse (-2)	Moderate Adverse (-2)	Moderate Adverse (-2)	Moderate Adverse (-2)
Soils	Neutral (0)	Neutral (0)	Neutral (0)	Neutral (0)
Transport Safety	Slight Beneficial (+1)	Very Large Beneficial (+3)	Very Large Beneficial (+3)	Very Large Beneficial (+3)
Permeability	Slight Beneficial (+1)	Neutral (0)	Slight Adverse (-1)	Very Large Beneficial (+3)
Physical fitness	Neutral (0)	Slight Beneficial (+1)	Neutral (0)	Very Large Beneficial (+3)
Social Inclusion	Slight Beneficial (+1)	Slight Beneficial (+1)	Slight Beneficial (+1)	Moderate Adverse (-2)
Total Score	0	-3	-4	-6

Key	Very Large Adverse (-3)	Moderate Adverse (-2)	Slight Adverse (-1)	Neutral (0)	Slight Beneficial (+1)	Moderate Beneficial (+2)	Large Beneficial (+3)
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4.3 No weighting was given to the criteria in this assessment. There are no overall positive scores. Option 3b has a neutral score. The remaining 3 scores are negative and closely grouped.

4.4 The options were also appraised against 5 transport planning objectives (TPOs) in the Report. These objectives were established at the start of the process to identify the desired outcome for the scheme. Again the objectives were given equal weighting.

Table 2: Assessment of road options against the Transport Planning Objectives

Transport Planning Objective (TPO)	Option 3b	Option J	Option 7	Option 11
1. To improve sustainable long-term highway connectivity to and within the local community, and between St Davids Peninsula, Haverfordwest and the Trunk Road Network in the context of coastal erosion.	✓✓✓	✓✓✓	✓✓✓	✓✓✓
2. To conserve and enhance the natural beauty, wildlife and cultural heritage of the Pembrokeshire Coast National Park avoiding, or at least minimising adverse effects on the natural environment caused by traffic and association infrastructure.	XX	XXX	XXX	XXX
3. To improve the actual and perceived safety of the transport network in the study area for all users and residents.	✓	✓✓	✓✓	✓✓
4. To make the transport network suitable to facilitate tourism and regeneration in the St Davids Peninsula including access to the coast at Newgale.	✓	✓	✓	✓
5. To support and facilitate the safe movement of vulnerable road users to their destination.	✓	✓✓	✓✓	✓✓

4.5 Table 2 shows that the schemes have varying degrees of benefit for each of the options. None of them meet the second objective to conserve and enhance the National Park because of the adverse impacts on the natural beauty of the landscape, to wildlife and cultural heritage.

4.6 Following the Stage 1 Assessment, the options were scored and costed as follows:

Table 3: Costs of Road Options

	Route	Total Score	Total Scheme Cost
1.	Option 3b	0	£21.55m
2.	Option J	-3	£15.90m
3.	Option 7	-4	£20.77m
4.	Option 11	-6	£28.51m

4.7 As a result of the assessment it was concluded that:

- Option 11 be discounted due to poor performance and high cost.

- Option 3b should be subject to more detailed design consideration and assessment.
- Option J performs better and has a lower scheme cost than Option 7 and so should be taken forward for more detailed design consideration and assessment.

5.0 Public Consultation

5.1 Pembrokeshire County Council published the Stage 1 Assessment Report in January this year for public consultation and asked for a response by 20th March 2017. They also held a public exhibition for Key Stakeholders on 8th February and for the public on 9th and 10th February. An online survey was provided on the Council's website for comments to be submitted.

5.2 By the closing date 138 responses had been received. The majority of those who commented agreed that routes 3b and J should be taken forward for further assessment. There was also a significant level of opposition to both these routes. Twenty-eight per cent of respondents did not support option 3b being taken forward and 22% did not want option J taken forward.

- Option 3b (follows the existing road line, some 60m inland from its present route and is built atop a viaduct with the road line at approximately 3m above the ground) – some respondents felt that this would enhance the attraction of driving to Solva and St Davids with good viewing points and less environmental impact than the other routes. It is also the shortest route but would need good architectural design to be complementary to the landscape. Some comments reflected concern about the visual appearance, long-term viability and ongoing maintenance costs of this option. There was also concern about the impact of this option on tourism and businesses in the village.
- Option J – (leaving the current A487 south of Newgale at the entrance to Wood Farm, heading inland through the valley and rejoining the current A487 east of Pen-y-Cwm at Bay View Farm. Cuttings and embankments are required) Respondents considered this option to be future-proofed (not at risk from coastal retreat), it would make Newgale a more peaceful village and over time would blend and mature into the landscape. Some commented that it was not the most direct route but could be improved by incorporating a viaduct and by following farm boundaries. There was also concern about the proposed roundabout link and the effect on tourism and business of taking the through-route away from Newgale.

6.0 Proposed National Park Authority Response

6.1 The initial draft Welsh Transport Appraisal Guidance (WelTAG) Stage 1 report published in January 2017 raised a significant number of concerns which were mainly related to the lack of detail and need for more thorough and comprehensive gathering of evidence. A written response from Officers was used as the basis of further discussion with Pembrokeshire County Council

Officers and the consultants with subsequent amendments and additions in the final report.

- 6.2 This is a very challenging issue to address. Welsh Transport Appraisal Guidance (WelTAG) advises that the level of effort, depth and detail required for appraisal has to be in keeping with the costs, risks, appraisal stage and size of the proposal, with effort depending on the complexity of the issues. The level of effort will also increase with progress through the process. The assessment of the objectives against the Transport Planning Objectives (detailed above in Table 2) shows the challenge of delivering the scheme within the protected landscape of the National Park, particularly when the two favoured schemes raise such different issues.
- 6.3 Option 3b requires the building of a large structure along the coast. The level of funding that is likely to be available for such a structure is currently unsecured and yet the acceptability of this option will depend greatly on the visual impact and how well this can be absorbed in the landscape.
- 6.4 Option J introduces development of a road into an undeveloped landscape with its incumbent visual impact which may be easier to mitigate over time, including through habitat creation, but would also result in significant loss of priority habitats (lowland marsh) and associated biodiversity.
- 6.5 It is clear that both these options require much greater analysis. Welsh Transport Appraisal Guidance (WelTAG) guidance says that the main criterion at the Stage 1 Assessment Report is to provide information sufficiently robust to be able to identify and differentiate the most promising options and justify why they have been selected for the next appraisal stage. Before resources are committed to continuing with the next stage of the process there is a need to establish whether the proposal is not only acceptable to the public but can be implemented and delivered. Financial affordability and deliverability are key elements of further consideration. Given that the 3b Option relies on the construction of a large structure – the design (and therefore the acceptability and cost) of which is currently unknown and the alternative (potentially fall-back) option raises significant nature conservation issues, this would suggest that further work is needed to investigate the negative impacts of both of the preferred options. Also the possibility that one or more of the options already discarded by the process may need to be revisited needs to be recognised.

7.0 Financial considerations

There are no obvious immediate budgetary implications for this Authority beyond the resources needed to feed into the choice of routes and Authority input any examination process for deciding on new routes.

8.0 Risk Considerations

The risks associated with the choice of routes and associated impacts will be determined and weighed and considered as part of the assessment process. This Authority is a consultee on that process and has the opportunity to fully engage and comment. The Authority is not the determining body for the final route chosen.

9.0 Compliance

No issues.

10.0 Human Rights/Equality issues

The Authority is a consultee on this appraisal. The Welsh Transport Appraisal Guidance process requires that a record of the potential impact of the strategy or scheme on equality groups will have been completed at Stage 1. Where an equality impact is identified in Stage 1, this impact is required to undergo an Equality Impact Assessment.

11.0 Welsh Language statement

The Authority is a consultee on this appraisal. The Welsh Transport Appraisal Guidance process at Stage 1 requires all positive and negative impacts, particularly disproportionate impacts, arising from the strategy or schemes(s) should be qualitatively assessed Welsh Language.

12.0 Conclusion

The WeITAG Stage 1 Assessment of options for the realignment of the road at Newgale as a result of coastal change has short-listed 2 options to be progressed further. The visually and ecologically sensitive area within which the realignment is being considered raises many challenges requiring significantly more work to establish their overall acceptability, cost and deliverability. With the large number of adverse issues to address the potential that other alternatives may need to be revisited remains.

RECOMMENDATION

Members are asked to approve the above report as the Authority's formal response on the Newgale The Welsh Transport Appraisal Guidance WeITAG Stage 1 Assessment Report (July 2017).

Background Documents

Newgale Shingle Bank Vulnerability Assessment for Pembrokeshire County Council (December 2014)

Newgale WeITAG Stage 1 Assessment Report for Pembrokeshire County Council by Atkins (January 2017) (See link below)

Series of Technical Notes supplementing the Stage 1 Assessment Report for Pembrokeshire County Council by Atkins (January 2017) (See link below)

<http://www.pembrokeshire.gov.uk/content.asp?nav=101,100&id=34526&language=>

(For further information please contact: Sarah Hirst)

Author: Sarah Hirst

Consultees: Tegryn Jones, Jane Gibson, Martina Dunne

Appendix A: The routes of the four assessed options

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NEWGALE

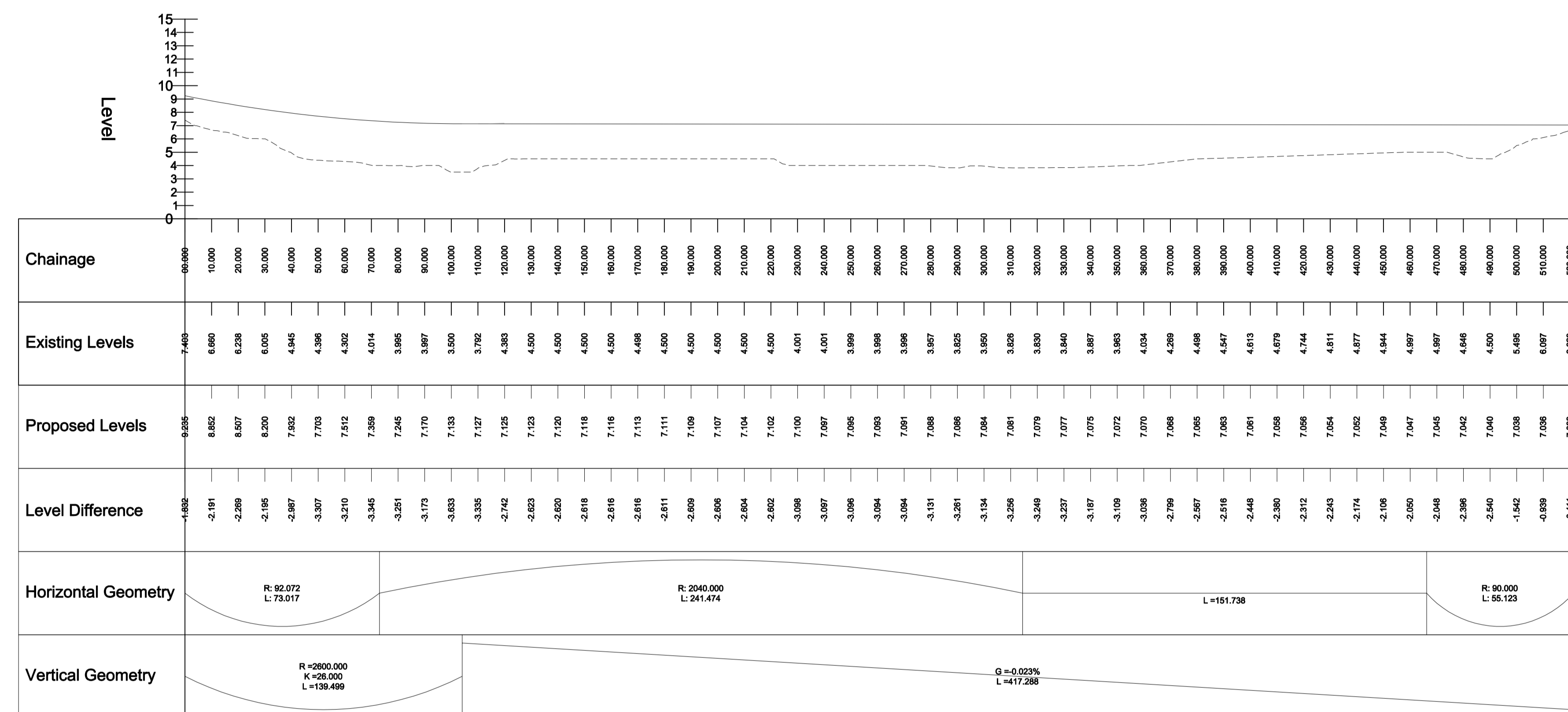
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NEWGALE SANDS

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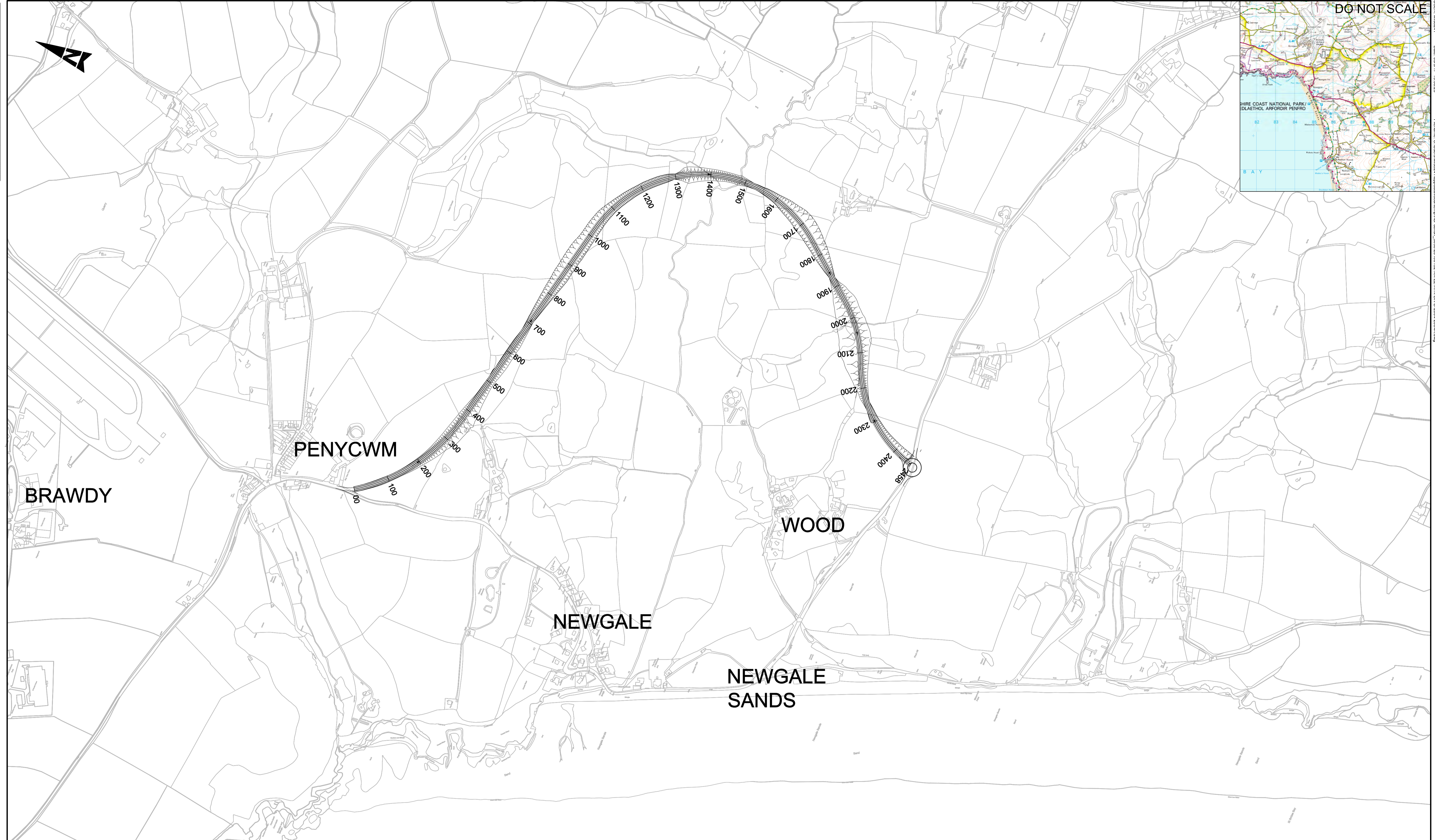
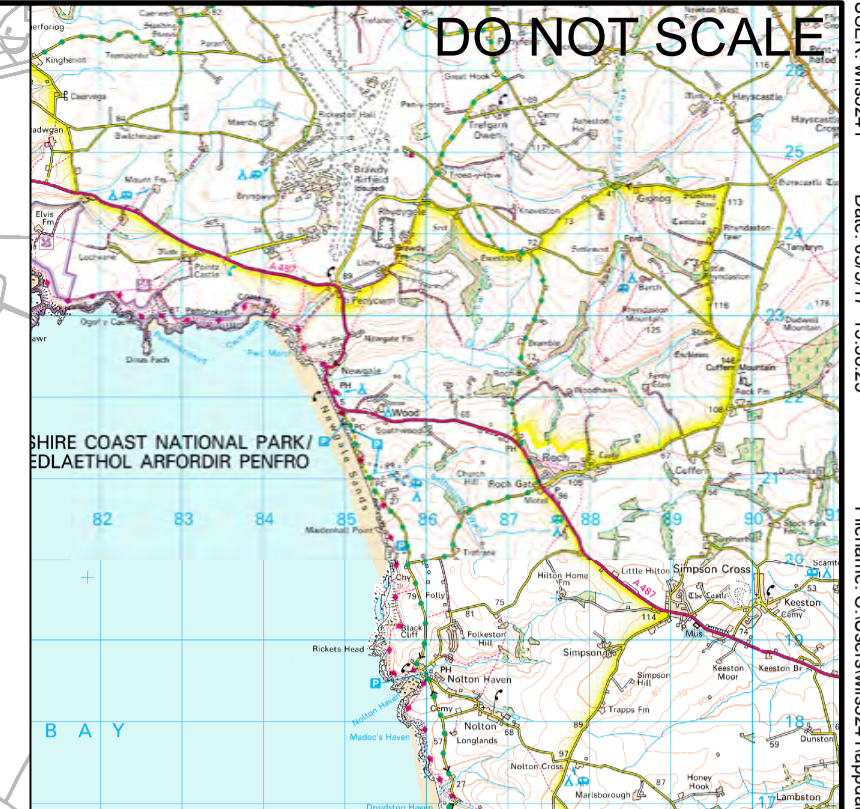
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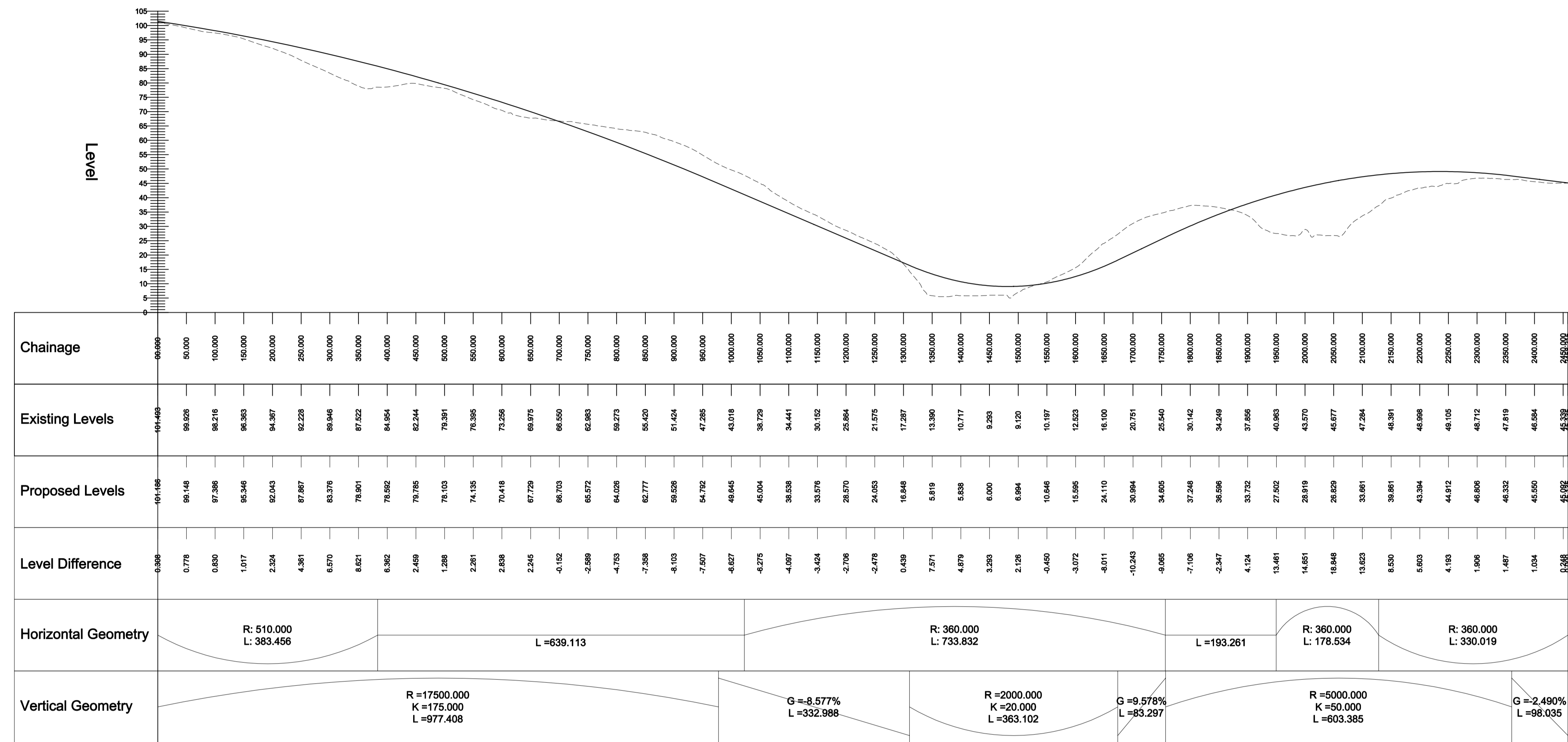


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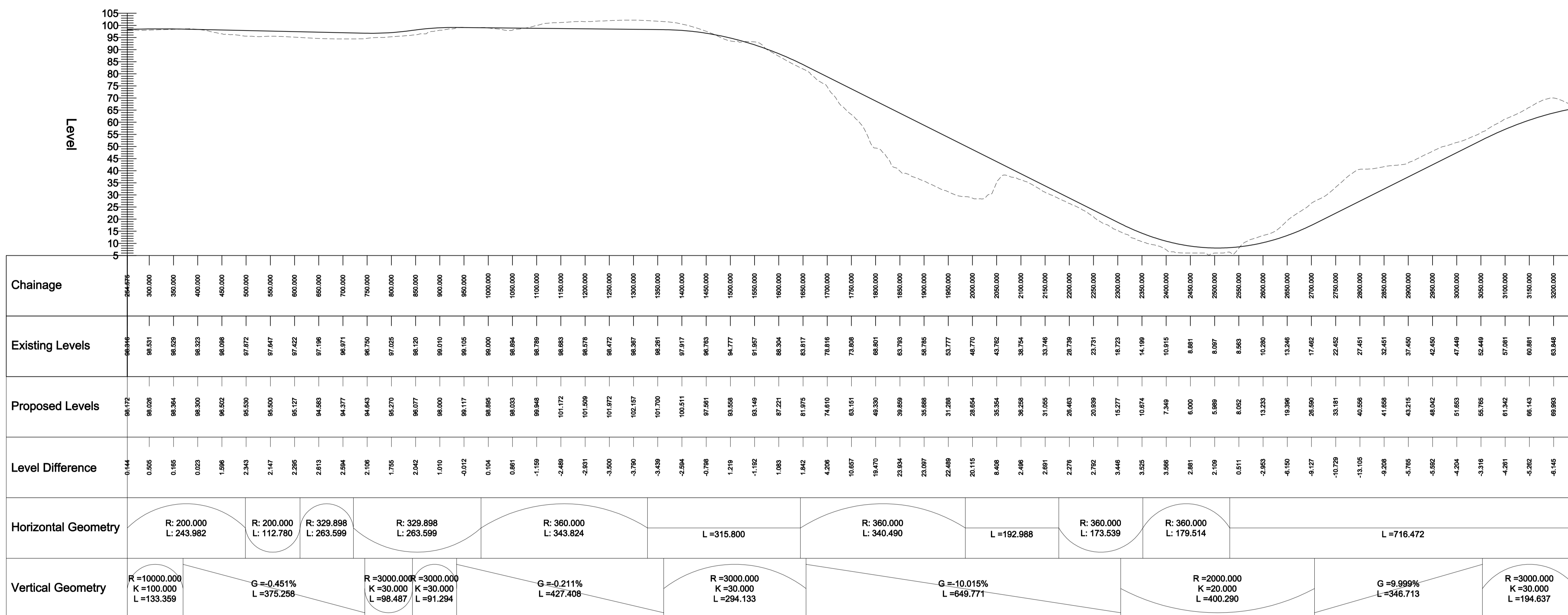
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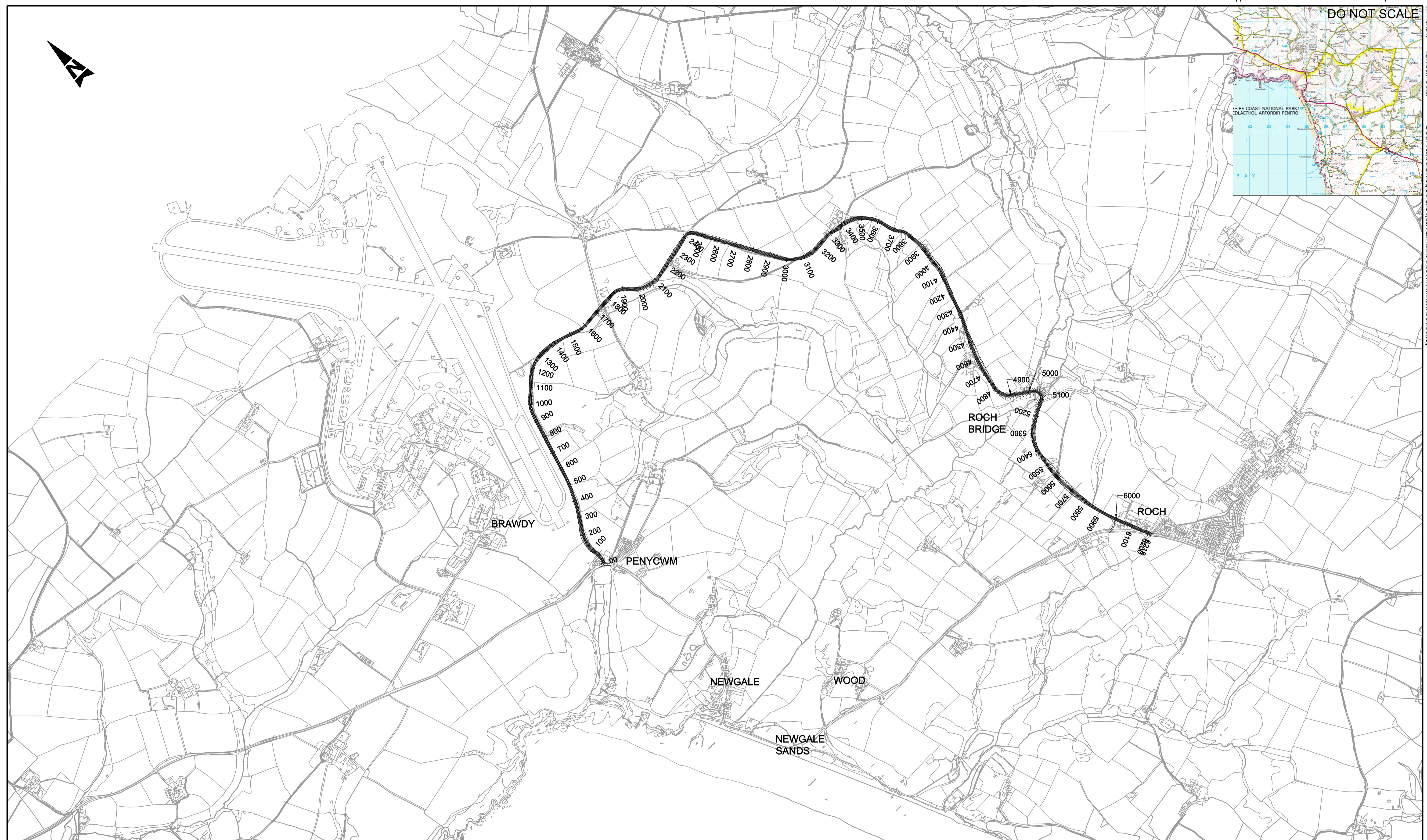
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NEWGALE BEACH ROAD
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Swansea
SA1 5AD

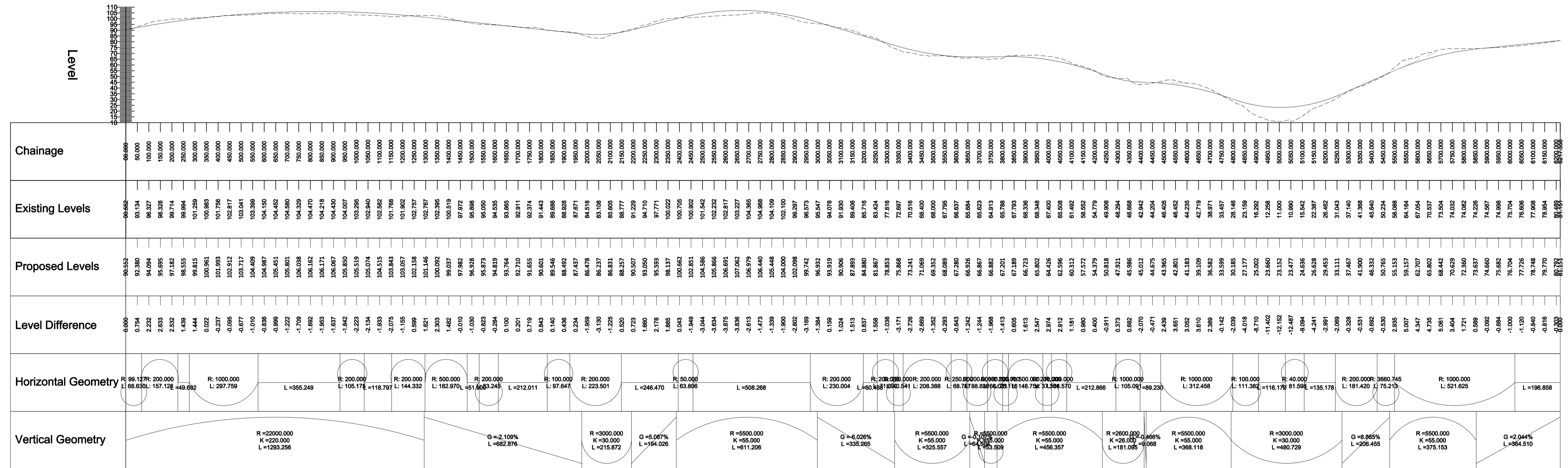
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Project Title: NEWGAIE BEACH ROAD					
Drawing Title: OPTION 11 PLAN AND PROFILE DRAWING					
Scale: 1:10000	Designed: S.W.	Drawn: S.W.	Checked: R.M.	Authorised: D.F.	
Original Size: A1	Date: 17/02/17	Date: 17/02/17	Date: 17/02/17	Date: 17/02/17	
Drawing Number: 20160152-XX-ZZ-ATK-DR-D-2003					Revision: P1.1

User: w83231 Date: 03/01/17 09:36:07 Filename: C:\Users\w83231\AppData\Local\Temp\A07\A0716h_65612016152-XX-ZZ-ATK-DR-D-2003-2016.dwg



OPTION 11
SCALE: H 1:10000,V 1:2000. DATUM: 10.000



SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION

In addition to the hazards/risks normally associated with the types of work detailed on this drawing, note the following:

CONSTRUCTION

NONE

MAINTENANCE/CLEANING

NONE

DECOMMISSIONING/DEMOLITION

NONE

It is assumed that all works will be carried out by a competent contractor working, where appropriate, to an approved method statement

Revision table with columns: Rev., Date, Description, By, Chkd, Appd. Includes revisions A, B, and C.

Project information including Atkins logo, address (West Glamorgan House), contact details, and copyright information.

Project Title: NEWGALE BEACH ROAD

Drawing Title: OPTION 11 PLAN AND PROFILE DRAWING

Scale, Date, and Revision table. Includes Scale 1:10000, Date 17/02/17, and Revision P.1.1.